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ABSTRACT

This open letter to the presidents and chancellors of state universities and land-grant colleges addresses institutional culture and organization, arguing that large public universities must be rebalanced and reintegrated if they are to fulfill their public responsibility in the future. An Executive Summary provides some historical background, as well as a brief discussion of the university as community, and then summarizes eight key strategies for restoring institutional cohesion: (1) start with values and a mission; (2) foster institutional coherence; (3) reinvigorate academic governance; (4) develop administrative leadership; (5) redefine the nature of acceptable scholarly work; (6)reinforce the integrity of tenure; (7) align athletics and academics; and (8) end with values: put learning first. The three following chapters focus on: campus culture (the knowledge explosion, governance and mission, and the challenge of comprehensiveness); the many cultures of the university (academic, student, administrative, athletic, and values); and organization, including discussion of the key strategies suggested for reintegrating and rebalancing the public university. (RAB)

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FIFTH REPORT

Returning to Our Roots

TOWARD A COHERENT CAMPUS CULTURE

HE 032 942

Kellogg Commission
on the Future of State
and Land-Grant Universities

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An Open Letter to the Presidents and Chancellors of State Universities and Land-Grant Colleges

Returning to Our Roots

TOWARD A COHERENT CAMPUS CULTURE

If the 20th century represented the period in which knowledge was fractionalized and balkanized, the 21st century can become the era in which information coheres, in which knowledge itself is made more whole and integrated.

KELLOGG COMMISSION ON THE
FUTURE OF STATE AND LAND-GRANT UNIVERSITIES

JANUARY 2000

National Association
of State Universities and
Land-Grant Colleges

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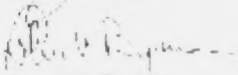
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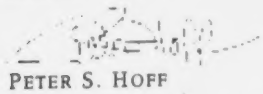
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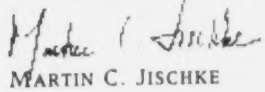
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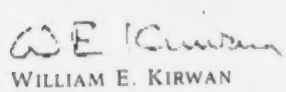
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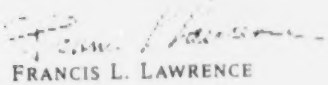
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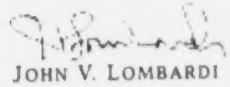
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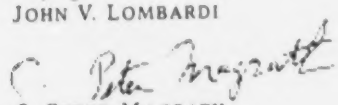
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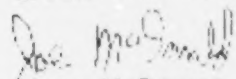
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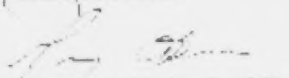
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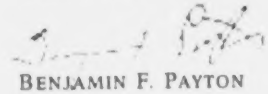
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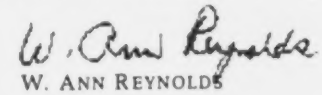
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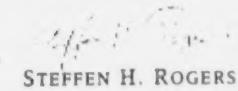
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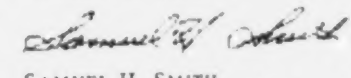
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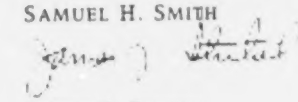
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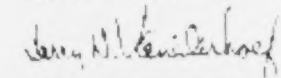
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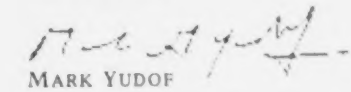
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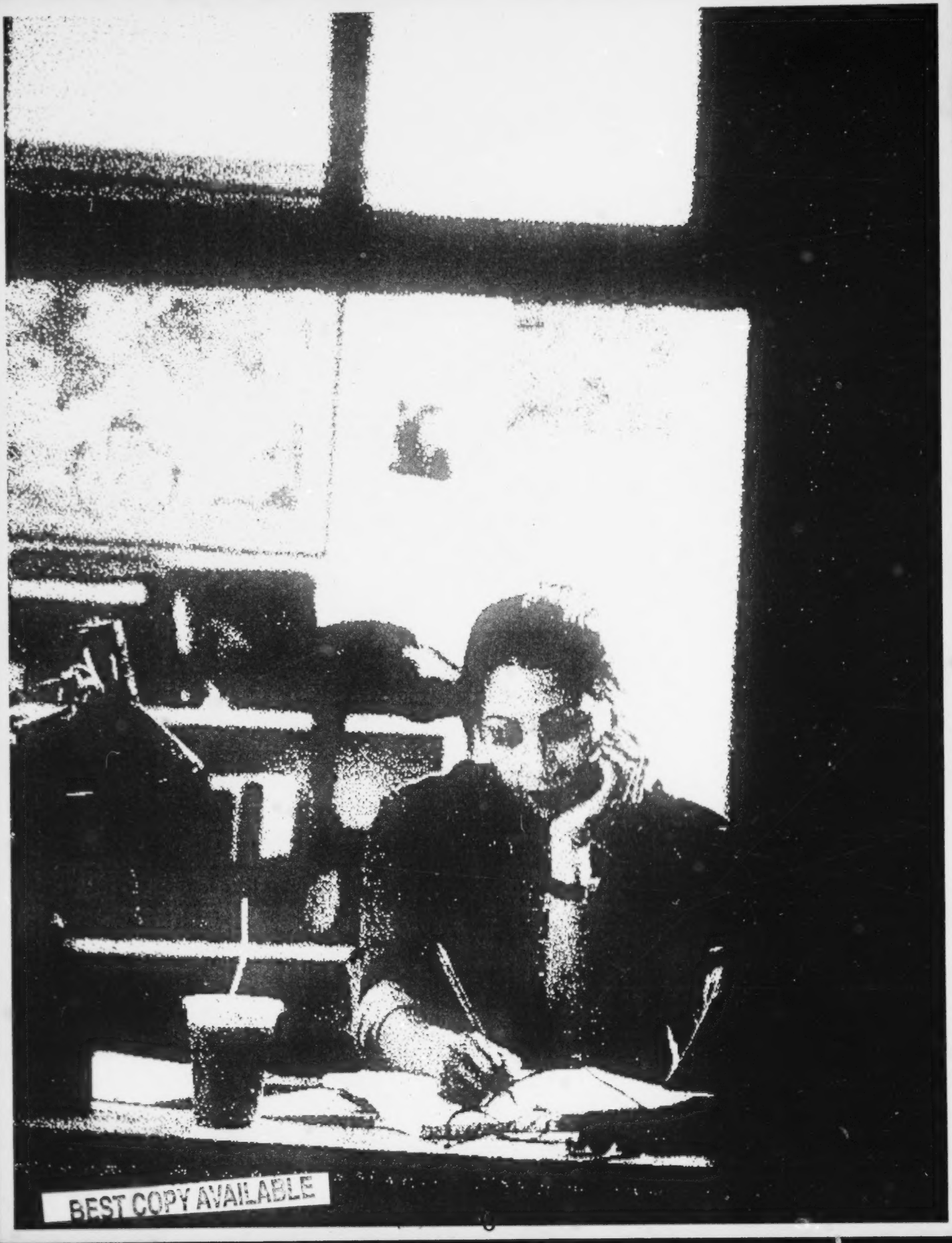

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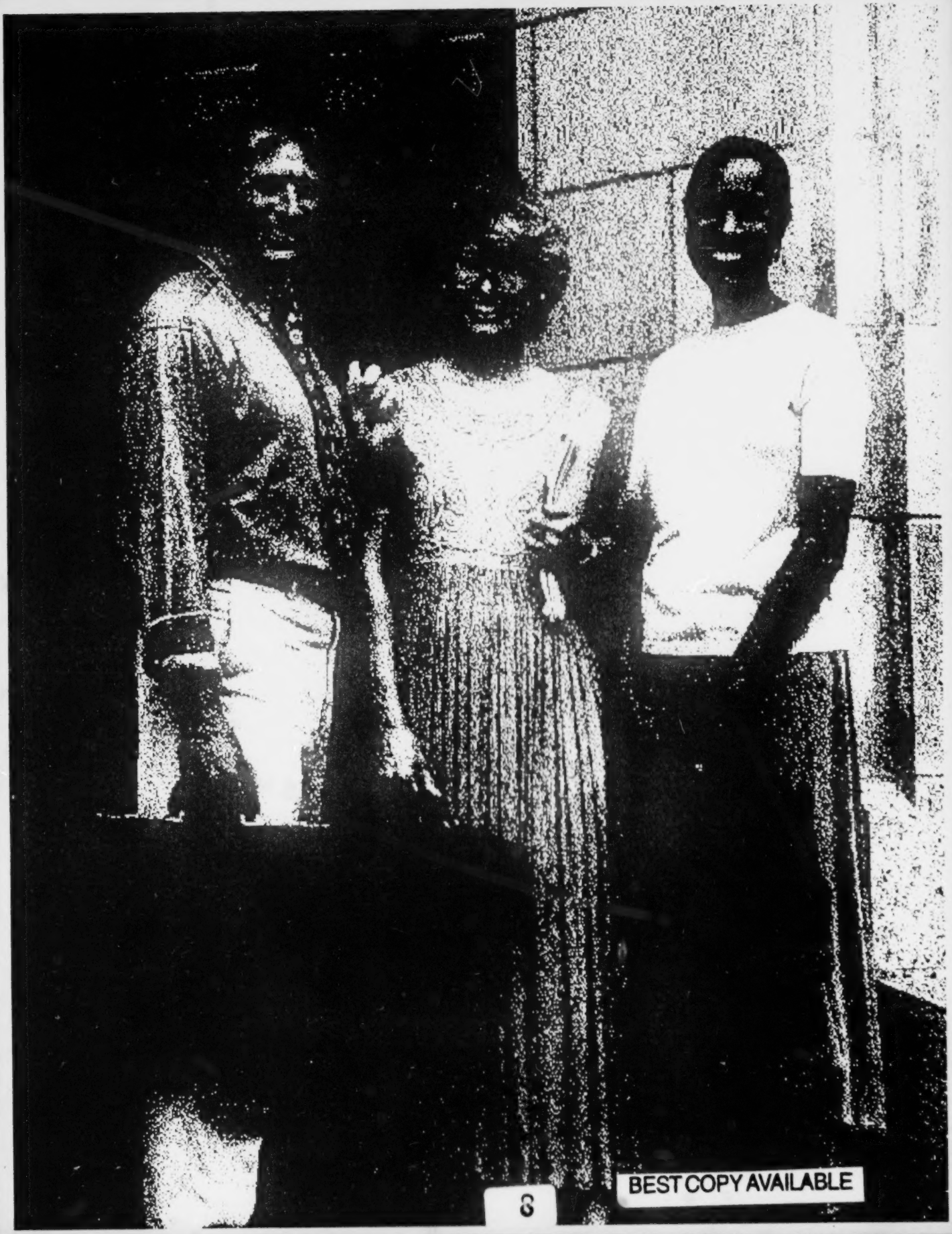

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EXECUTIVE SUMMARY

EACH OF OUR prior letters has called us back to our roots, to the great democratization of higher learning that lies at the heart of the land-grant movement. Now we write to observe that campus leaders may never be presented with a better opportunity to revisit the cultural core of our institutions than the one that lies before us today at the dawn of a new millennium.

The challenge we face comes in two parts. The first revolves around the difficulties of maintaining a sense of common identity in the face of the scholarly successes that have transformed the uni-versity into the multiversity. The second, the challenge of comprehensiveness, is unique to large, research-intensive public and land-grant institutions.

From the very beginning, our institutions have inhabited two worlds, lived with a foot in two ages. One foot was firmly planted in the best academic traditions of the past, the other more uncertainly planted in our own future, and the nation's. The stresses of dealing with two worlds have affected the very culture of our institutions. By culture we mean the characteristic ways of thinking, behaving, and organizing ourselves that give shape and integrity to our institutions. We mean the unified inheritance of customs, values, and mores that shape our vision of the future as scholars and as institutions—the intellectual heritage that informs how we work and makes us part of a global community of learners.

Our undertaking must be to reintegrate, or at the very least to improve the connections among, the many manifestations of today's complex university, creating a stronger common ethos, true to the best the university has ever been. Living with one foot in the present age and another in the coming one, how do we renew ourselves, re-articulating and reshaping our own values as organizations and communities?

A Legacy from the Past

For all of their robust contributions to the modern world, our institutions rest on a fragile and critical legacy from the past. A relatively modern creation, public research universities were created by fusing three distinct 19th-century traditions: a commitment to general education derived from the New England liberal arts college; a commitment to access and practicality rooted in the land-grant mission; and a commitment to basic research based on the emergence of graduate education in the German university.

The Knowledge Explosion. Increasingly, the idea of an integrated academic ethos seems somehow archaic today. Institutions of higher education were once understood to be places where all knowledge came together and was unified (i.e., the *uni*-versity). In today's multi-versity, knowledge is understood to be something that fragments even as it expands, resolving itself into ever-newer, kaleidoscopic patterns.

If the proliferation of academic disciplines has been the source of the creativity of today's public university,

it has also encouraged what threatens to become a permanent lack of institutional cohesion.

The *uni*-versity has become an institutionally fragmented aggregation of departments. The primary loyalties of scholars are increasingly directed away from their immediate colleagues, students, and institutions toward national and international societies and associations of their disciplinary peers.

The Challenge of Comprehensiveness

These challenges to research-intensive universities everywhere are intensified at our institutions by the comprehensive nature of our mission. Although the tensions built into large public universities were present from the start, they have magnified and accumulated over time, particularly at land-grant institutions. Since passage of the original Morrill Act in 1862, subsequent statutes have redefined public higher education, expanded its scope and enlarged its obligations for research, extension, outreach, and service.

What we have had difficulty understanding is that we have come to represent so many different things, to so many different people, it is sometimes hard to explain who we are, what we stand for, and where our institutional center of gravity is to be found.

Impact on Mission and Governance

The tension between on one hand a multi-versity that fragments knowledge as it expands it and on the other the comprehensive mission of public and land-grant institutions has profoundly influenced our goals and governance. In particular, several changes taking place in the "postmodern university" undermine universities' ability to deal with the complexities presented by a rapidly changing world: the ascendancy of individual faculty members' power, accompanied by growing ambiguity in the role of the faculty senate; tenure connected to important disciplinary imperatives but not to equally important issues of institutional functioning; and new criticisms in the 1990s about institutions' indifference to teaching and internal administrative problems.

On campus, it is hard to make the case that academics value administrative leadership or the institutional nature of the enterprise. As a result, we need fresh approaches capable of rebalancing our multiple purposes and of reintegrating the academy while respecting the core functions and values that lie at the heart of its mission.

The Many Cultures of the University

That task is made all the more difficult because today's university community no longer has a single "culture" but several: an academic culture, made up primarily of faculty and students, fragmented into its own subcultures organized around disciplines, self-governing departments, and professional schools; a distinct and entirely separate student culture, with a bewildering diversity of aims and interests, from fraternities and sororities to student associations and

research clubs; an administrative culture that tends to be separated from that of the faculty and sometimes in competition with it; and an athletics culture, perceived to be autonomous and beholden to commercial interests.

Amidst this collection of cultures, involvements, claims, and commitments, stand the academic and administrative leaders of today's university. They face such fundamental questions as: How can members of the university collaborate effectively in preparing graduates to be creative professionals, good citizens, and responsible members of the community? How should they help the campus deal with the broad array of cultures? How can they engage the community and put all the available expertise to work? How might they create the imagination and incentives to sustain cross-disciplinary research and inter-departmental collaboration? How, in short, can they assure that the university remains true to the best of its inheritance and alive to the possibilities of change?

More than anything else, these are questions about values, questions that go to the heart of our institutions' self-understanding and the moral perspective that shapes their missions. The task of answering them begins with defining, once again, what the university stands for, what it *professes*.

Our undertaking must be to connect the many manifestations of the university's diversity into a culture that mediates and integrates that diversity and one that is consonant with the aims and mission of American public higher education.

Reintegrating and Rebalancing the Public University

In the place of hand-wringing and well-intentioned calls for institutional unity, academic leaders need to focus on strategic approaches that promise to help restore institutional cohesion. Yet even the metaphors we employ to describe our institutions vary widely, with some observers understanding us as living, breathing organisms, a few considering us to be anarchies, and some envisioning us as precise, well-tuned machines. In the face of this variety, nuance and a subtle touch are essential if our institutions are to make progress. In that vein, the Kellogg Commission believes eight key strategies can help academic institutions move forward. They are not recommendations as such, but signposts to help guide the difficult transformations that lie ahead.

1. Start with Values and Mission

The Commission believes that the first task of institutional reintegration and rebalancing lies in touching base again with the values that shape the public university. Our institutions' signature contribution to American life is the impressive combination of instruction, world-class research, and outreach and service that they have developed since they were designed more than a century ago. It has become more and more clear to the members of this Commission, however, that our tried-and-true formula of teaching, research, and service no longer serves adequately as a statement of our mission and objectives. The

growing democratization of higher education, the greater capacity of today's students to shape and guide their own learning, and the burgeoning demands of the modern world require us to think, instead, of *learning, discovery,* and *engagement.*

2. Foster Institutional Coherence

One of the issues that profoundly troubled this Commission as it examined institutional organization and culture was the realization that only recently have the various members of our institutions begun to think (separately or collectively) about the organic or connected nature of the learning enterprise.

Organizationally, we have created an intellectual landscape made up of mine shafts, where most of the mineworkers are intent on the essential task of deepening the mine without giving much thought to the need to build corridors linking the shafts (and the miners). We have become so poorly connected that we have greatly fragmented our shared sense of learning, for both students and faculty. The mine shafts are essential as a source of new discoveries, but we need to match our commitment to specialized academic units with stronger awareness of overall institutional mission.

In effect, the Kellogg Commission is urging a type of double loyalty and creativity—commitments to professions, units, departments, and services matched by loyalty to institution and willingness to collaborate to advance the overall agenda of learning, discovery, and engagement.

Part of what we have in mind is a sense that intellectual excellence will thrive in an environment that simultaneously supports critical thinking and academic entrepreneurialism while encouraging creative energies to join in moving the institution forward.

3. Reinvigorate Academic Governance

Governance is ultimately a system of shared responsibilities and can, when effective, connect the fragmented pieces of the university into a coherent whole. Governance is absolutely critical to advancing the university's mission. All of the pieces are in place; this Commission has no intention of recommending a new system of governance. The task is to take the existing system and make it work.

On most campuses, presidents, boards, and faculty have made the mistake of treating governance as a zero-sum game, in which authority gained by one of the three comes at the expense of the other two. As a practical matter, that's often the way governance disputes develop; in all honesty, sometimes it's hard to see how they could have developed in any other way. But strong administrative leadership does not have to come at the expense of undermining governing boards; respecting faculty integrity does not require hamstringing central administration; and acknowledging board prerogatives need not necessarily weaken either the faculty or the administration. To the extent that all three play their proper roles responsibly, institutions will be stronger, and everyone stands to benefit.

Rebuilding shared governance and the academic trust that is implicit in a well-functioning academic organism will require hard work and commitment on the part of every member of the academic community.

4. Develop Administrative Leadership

Governance is a matter of ensuring that all of the major constituencies—board, president, and faculty—are clear about their roles. But as an administrative matter, creating greater academic coherence goes beyond roles; it's a matter of clear goals and processes, as well.

Despite difficulties and shortcomings with academic administration, academic divisions and colleges (and the departments embedded in them) are currently the strongest cultural units in the university. They are likely to remain so. It is difficult to imagine how the changes recommended by this Commission in its various reports will ever be put into place unless they are embraced and advanced within these units.

The roles of deans and department chairs will involve leadership responsibilities at the college and department level similar to those defined for presidents and chancellors. Within the framework of institutional mission and vision, they will be called on to frame a collegiate or departmental vision, identify new horizons, define goals and apply resources toward their attainment, and act as the public voice describing the specific corner of the university their enterprise occupies. At the same time, they need to become active in building the corridors to the other mineshafts in the university to encourage a stronger awareness of institutional mission. On the whole, the Commission judges that this will require a much more outward-looking type of collegiate or departmental leadership than was called for in the past, when internal concerns could be expected to occupy the attention of most department chairs and deans.

5. Redefine the Nature of Acceptable Scholarly Work

A great deal of sterile discussion has developed over the years arguing that research has overwhelmed teaching and service as the primary standard for evaluating faculty work. The Kellogg Commission is convinced that all three activities are critical and that the need is not simply to rebalance the three-legged stool, but to redesign the stool itself.

Fortunately, the major elements of what is required have already been defined. In 1991, the late Ernest A. Boyer published a study of the life and work of the faculty in institutions of higher learning, *Scholarship Reconsidered: Priorities of the Professoriate*. This landmark effort took a fresh look at the academy. We believe that reviving the four-faceted model Boyer drew up for the professoriate can do a great deal to bring into being the kinds of public institutions this Commission has in mind. The kinds of scholarship are:

Discovery, which is closely related to what we usually call "research" and encompasses the process of adding to the knowledge base of the scholar's field of study.

Integration is the process of relating discoveries in one's own field to the greater body of knowledge. What the Kellogg Commission finds attractive here is the possibility of bending energy away from learning "more and more about less and less," and toward the construction of bridges between disciplines.

Application is the use of knowledge for the benefit of society, what in our prior reports we have called the "engagement" function of the university.

Teaching is the process not merely of effecting the transfer of knowledge to the next generation, but of creating contexts within which students, whether young or old, can grow into the fullness of their uniqueness as human beings. Good teaching is a form of creativity that links discovery with integration and application.

A major challenge of rethinking organizational effectiveness in academic contexts involves taking this four-part matrix seriously and initiating the difficult and time-consuming effort to see what it will take to implement it institution-by-institution. How these functions are combined and integrated necessarily will vary from campus to campus.

6. Reinforce the Integrity of Tenure

Whether fair or not, public leaders' criticism of tenure must be taken up. Tenure is in danger of becoming as much of a hindrance to our work as an aid. Faculty need to understand that unwillingness to consider whether these criticisms are valid is likely to encourage destructive changes imposed from without.

We need to make the case that tenure is much more than a system for guaranteeing job security. The concept of tenure developed as a guarantee of academic freedom in the pursuit of truth. It became a means of protecting the university as a place where difficult and inconvenient questions could be asked. One of the fundamental points of all our employment policies should be the ceaseless protection of the freedom of expression of all faculty members, whether or not they can lay claim to the cherished status of "tenured."

The Commission believes three steps can reinforce the integrity of tenure and restore its credibility among public leaders.

- Explain tenure, inside and outside the academy.
- Insist on faculty accountability.
- Institute post-tenure reviews.

Whatever is done, we must respond to a public expectation that we establish procedures to ensure that faculty members are giving full measure to their university responsibilities. Institutional timidity on this issue will continue to poison the tenure well, harming both our universities and the society they serve.

7. Align Athletics and Academics

For more than a decade now university presidents have struggled with a major reform agenda for intercollegiate athletics. This Commission judges that today things are, on the whole, much better than they were a generation ago. But the unsettling reality persists that, each year, every university in the United States runs the risk of an ethical and public-relations nightmare in athletics emerging out of the blue.

With the support of what was then called the Presidents' Commission and is now known in Division I as the Board of Directors, consisting solely of university presidents, the National Collegiate Athletics Association (NCAA) has adopted a major reform template. The NCAA, moreover, has recently created an organizational structure that makes focusing on reform possible by insuring that each of its major divisions is responsible for its own governance within the organization.

Although the new model has been adopted by the national governing board, its spirit still needs to be made real on campus. More specifically, the Knight Commission early in this decade issued a 10-part statement of institutional principles that might usefully be reconsidered, widely debated, and adopted by university administrators, faculty senates, and boards. Institutions that have not already adopted and implemented this statement of principles, or something better, might consider doing so in order to improve the connections between intercollegiate athletics and our academic values.

8. End with Values: Put Learning First

Despite the vast scope and scale of our enterprises, learning remains the reason we exist. If we cannot integrate students more fully into this central mission of the university, our efforts at reintegration and rebalancing will ultimately fail. If public universities are to prosper in the future, they must become great student universities as well as great centers of research, focusing on their most basic mission and the social compact it embodies between institutions on the one hand, and taxpayers, parents, students, and public officials, on the other.

TOWARD A COHERENT CAMPUS CULTURE

A full recovery of the deepest roots of public higher education in America will, as this Commission has argued in its prior letters, require us rework our traditional concepts of teaching, research and service into new visions emphasizing *learning, discovery, and engagement.*

If institutions seriously take up and work through the eight-part agenda defined here, our hope is that we will be able to reintegrate our institutions by creating new kinds of learning communities. Students will be fully integrated into these learning communities. Scholarship and free inquiry will be enhanced because they will be related to both learning and engagement. Our faculty will understand that we have stood by them, encouraging new ways of interacting in order to push back the boundaries of what we know and how we apprehend it.

Above all, these communities will have returned in a very fundamental way to their roots by continuing the democratization of learning that lies at the heart of public higher education and by creating a common sense of academic identity in the face of the forces unleashed in and by the modern multi-versity.

Doubtless we will still inhabit two worlds, living with a foot in two ages. The difference now will be that although one foot will continue to be firmly planted in the best traditions of our past, the other will be planted confidently and firmly in the expectations of an even better future.

PREFACE

IN 1995, CONVINCED that the United States and its state and land-grant institutions were facing structural changes as deep and significant as any in history, the National Association of State Universities and Land-Grant Colleges sought the support of the W.K. Kellogg Foundation to examine the future of public higher education.

The Foundation, already funding several major institutional change initiatives, responded to this request promptly and generously. It agreed both to support a multi-year national commission to rethink the role of public higher education in the United States and to lend its name to the effort. The first meeting of the Kellogg Commission on the Future of State and Land-Grant Universities was held in January 1996. The Commission's first report, *Returning to Our Roots: The Student Experience*, was issued in April of the following year. Subsequent reports, all under the theme of returning to the historic roots of the land-grant movement, have been issued on student access, engagement, and lifelong learning.

This report, *Returning to Our Roots: Toward a Coherent Campus Culture*, is the fifth of six reports the Commission plans to issue during its existence. It addresses the very culture and organization of our institutions and argues that large public universities must be rebalanced and reintegrated if they are to fulfill their public responsibilities in a new century. In late March, the Commission plans to issue its final report, a letter looking not toward our roots but toward the historic opportunities that lie ahead in a new millennium.

This Commission's only lever is the power of persuasion. We have neither the inclination nor the authority to impose change. Our role is to express the need for change. Our intention is to continue to press for it.

We want to thank our colleagues on the Commission for their commitment to this assignment and the many thoughtful ways in which they shaped this letter. Although each of the members of our Commission might individually have written a slightly different document, all are unanimous in supporting the broad themes and directions outlined here.

GRAHAM SPANIER (Chairman)
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The Pennsylvania State University

DOLORES R. SPIKES (Vice-Chair)
President
University of Maryland, Eastern Shore

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National Association of State Universities and Land-Grant Colleges

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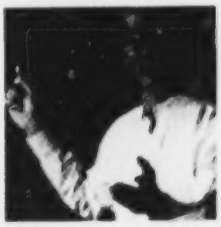
CHAPTER 1



The Context for Campus Culture

EACH OF OUR PRIOR LETTERS has called us back to our roots, to the great democratization of higher learning that lies at the heart of the land-grant movement. Now we write to observe that campus leaders may never be presented with a better opportunity to revisit the cultural core of our institutions than the one that lies before us today at the dawn of a new millennium.

The challenge we face comes in two parts, and we have had a hand in creating them both. The first revolves around the difficulties of maintaining a common sense of academic identity in the face of the scholarly successes that have transformed the uni-versity into the multi-versity. The second is the expectation that we can be all things to all people. This challenge of comprehensiveness is unique to large, research-intensive public and land-grant institutions. It is time we faced the consequences of comprehensiveness—the expectation that simultaneously we can be institutions committed to pure knowledge and practical science, devoted to advanced research and undergraduate education, and dedicated both to rigorous and demanding standards and to the broadest access.

From the very beginning, our institutions have inhabited two worlds, lived, as it were, with a foot in two ages. One foot was firmly planted in the best academic traditions of the past, the other more uncertainly planted in our own future, and the nation's. A difficult balance to maintain in the best of times, it has become increasingly problematic in the maelstrom of change we face today.

The stresses of dealing with this two-fold challenge affect the very culture of our institutions. By culture we mean the characteristic ways of thinking, behaving, and organizing ourselves that give shape and integrity to our institutions. We mean the unified inheritance of customs, values, and mores that define our convictions in the present and shape our vision of the future both as scholars and as institutions—the intellectual heritage that shapes how we organize our work and requires us to understand ourselves to be part of a global community of learners.

Our undertaking must be to reconnect and reintegrate the many manifestations of today's complex university into a common ethos that is capable of mediating its differences and aligning its directions, and this common ethos should be consonant with the aims and mission of the land-grant movement in American higher education.

As our institutions stand on the threshold of a new century, issues of institutional coherence—of purpose, mission, and culture—present themselves with new urgency. Our society and our institutions live in a world under reconstruction, staring daily into a cauldron of social, economic, cultural, technological, and institutional change. Americans have seen the nation's economic focus shift from manufacturing to service, from mass production to knowledge-creation.

Our institutions have been part of a process that has transformed a nation of laborers and manufacturing employees into a land of knowledge-intensive workers, one that can now reproduce living organisms, not simply as cultures in petri dishes but in the form of barnyard animals. We have helped shape and bring into being an information society in a global economy, the forces of which now exert their pressures on us.

In this new environment, the ideal of American higher education, once whimsically characterized by President James Garfield as nothing more than "a log hut, with only a simple bench, Mark Hopkins on one end, and I on the other," has been transformed by institutions such as our own. Simple benches have been replaced by lecture amphitheaters. Vast classroom buildings, dormitories, libraries, conference facilities, athletics complexes, and academic health centers have taken the place of the log hut. Simple colleges, with all their benefits, have been transformed into today's complex research universities, with a quite different set of benefits.

What's more, as we know from our own experience as students, faculty members, and administrators, the changes we have already lived through are only harbingers of further upheavals to come. How, we must ask, with the many forces of change clamoring at the gates of the academy, do we preserve and advance our legacy of learning, inquiry, and engagement, not just adequately, but with liveliness and imagination? How do we accomplish these tasks confidently, powerfully, and with fidelity to our institutional best selves? Living with one foot in the present age and another in the coming one, how do we renew ourselves, re-articulating and reshaping our own values, both as organizations and as communities?

A Legacy from the Past

For all of their robust contributions to the modern world, our institutions rest on a fragile and critical legacy from the past. A relatively modern creation, public research universities were created by fusing three distinct 19th-century traditions: a commitment to general education derived from the New England liberal arts college; a commitment to access and practicality rooted in the land-grant mission; and a commitment to basic research based on the emergence of graduate education in the German university.

This new fusion was grafted onto an older tradition. Virtually from their beginning in Europe, universities have been places apart. They pursued their own intellectual agendas, made their own rules, hired their own professors, protected and disciplined their members, governed themselves internally, and set their own courses in society. This is a legacy the Kellogg Commission cherishes. It is one all of us must manage responsibly.

This strong sense of identity—of autonomous institutions committed to liberal learning, to graduate education and research, and to access and engagement with the community—has been powerfully reinforced over time by the professed institutional aim of the university, namely, the pursuit of truth, wherever it might lead, through the acquisition and testing of new knowledge. This institutional aim has

always served as the anchor for the university's organizational life, a stabilizing force in the culture of the mind that has kept our institutions from being swept away in many a storm.

The Knowledge Explosion Increasingly, the idea of an integrated, coherent academic ethos seems somehow quaint and archaic today. Institutions of higher education were once understood to be places where all knowledge came together and was unified (i.e., the uni-versity). In today's multiversity, knowledge is understood to be something that fragments even as it expands, resolving itself into an ever-newer, kaleidoscopic patterns. Knowledge is seen less and less as unified and more and more as brimming with multiple, discrete areas of inquiry, each open to investigation by the scholar for its own sake, yielding in turn more results to be clarified and tested—and organized and appropriated by teachers, texts, and the traditions and rules of academic life.

Over time, this academic momentum led modern institutions of higher education to build distinct, intellectually autonomous, academic circles ("divisions" and "departments"), each focusing on progressively more discrete subject matter. As disciplinary boxes gradually took precedence over universal inquiry, the occupants of those boxes commanded more resources and gained more power—not simply to know, but also to define what was worth knowing in terms of their own canons and procedures; their own modes of investigation; their own methods of assessment; even their own specialized languages.

This reorientation has had a profound impact on research-intensive institutions. As disciplines have proliferated, the pursuit of new knowledge necessarily led to a growing fragmentation of the scholarly community. As knowledge accumulated and as our organizational structure became more complex, the university progressively lost its cohesiveness as an institution. From the one, it has resolved into the many.

Governance If this proliferation of academic disciplines has yielded us today's public university, it has also encouraged what threatens to become a permanent lack of institutional cohesion. On the one hand, we like to think of ourselves as a hybrid of Plato's Academy and John Henry Newman's "idea of a university." Hence we profess ourselves to be a community of scholars committed to liberal learning. On the other hand, the rough-and-tumble world in which our universities must make their way and the practical necessity for realism impose certain restraints.

The modern university has thus become a research-intensive, corporate enterprise, ceaselessly striving to locate the balance point between the humane ends of learning and society's demand to harvest the fruit of scientific research for commerce and national defense. Our universities thus daily manifest a deepening clash of cultures, in which central issues of aim and mission are not fully obscured, but require more effort to discern.

In consequence, the uni-versity has become an institutionally fragmented aggregation of departments. The primary loyalties of scholars are

increasingly directed away from their immediate colleagues, students, and institutions toward national and international societies and associations of their disciplinary peers.

The university's culture as a "community of learning," once defined by a distinctive ethos of daily engagement among students and faculty, is now being replaced by something different, in which a vital human dimension is in danger of being lost. Faculty and students once understood that in some sense they belonged to one another in a structure of mutual trust and obligation that was necessary to further the search for knowledge. Now many professors consider themselves to be creatures of their disciplines, while students are losing their grasp on the connection between what they study and the world they expect to inherit.

Knowledge and the Multi-versity

The dynamics we describe are not entirely new. They travel on visas issued in the recent past. In 1963, Clark Kerr, in his *The Uses of the University*, coined the term "multiversity" to identify an emerging educational environment characterized by a variety of cultures, identifiable not by their professed values but by a cultural clientele.

Indeed, Kerr's classification system of student cultures could serve, in a pinch, today. "Collegiate" students were those majoring in fraternities and sororities, athletics, and activities. "Academic" or serious students were devoted to their studies and to the tasks of learning. "Vocational" or career-oriented students came seeking training for specific jobs. These subcultures were rounded out by an eclectic body of fringe "nonconformists," comprising political activists, bohemians, artistic dilettantes, and aggressive intellectuals. Allowing for minor descriptive changes and alterations in terminology, the same students populate our institutions at this very minute, with perhaps a few more, such as "geeks," "techno-phobes," and "mid-lifers" added to the mix.

Kerr acknowledged that the multiversity was a confusing and insecure place for students, who often suffered from a lack of any genuine contact with faculty. But at the time, this was understood to be a minor issue. The good news was that the multiversity, because of its energy and potential, was on its way to becoming the shape of the new university. It would be the capstone of a dawning "knowledge industry" in American life—a total system comprising universities, think tanks, federal agencies, corporate research and development centers, research oriented foundations, and government labs—all dedicated to the pursuit of knowledge.

Kerr was prescient. What he saw emerging is what the university has, in fact, become. But the institution he spoke of in terms of its promise and challenges could still be seen whole in the early 1960s. It could still function under the assumption that a common ethos existed at the center. Three and four decades later, it is harder to make that case. The battle to preserve the concept of a community that shares something in common rages on because the ideal still shines so brightly, but in the face of the pressures experienced by the modern multiversity,

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maintaining the ideal requires renewed attention.

The Challenge of Comprehensiveness

These challenges to all research-intensive universities are intensified at our institutions by the comprehensive nature of our mission. Although the tensions built into large public universities were present from the start, they have magnified and accumulated over time, particularly at public and land-grant institutions. Since passage of the original Morrill Act in 1862, subsequent statutes have redefined public higher education, expanded its scope and enlarged its obligations for research, extension, outreach, and service:

- The 1862 Morrill Act allocated proceeds from the sale of public lands to promote learning "related to agriculture and the mechanic arts [and] liberal and practical education of the industrial classes in the several pursuits and professions in life."
- The Hatch Act created agricultural experiment stations for scientific research in 1887.
- The Second Morrill Act (1890) and the Elementary and Secondary Education Reauthorization Act of 1994 designated 17 historically black colleges and universities and 29 Native American colleges, respectively, as land-grant institutions.
- The 1914 Smith-Lever Act provided for cooperative extension to encourage the application of research to community problems, a thrust intensified in agriculture and home economics with the Bankhead-Flanagan Act of 1945.

Quite apart from these enactments, public institutions have also been called on to bear the lion's share of the responsibility of implementing such landmark legislation as the G.I. Bill of Rights, providing for the higher education of veterans; the Fulbright and U.S. Educational Exchange Acts, enabling Americans to study abroad and foreign students to study here; the National Defense Education Act, designed to improve the teaching of mathematics, science, and modern languages; and the Higher Education Act, which among other things provided major support for student financial aid. In carrying these burdens, public institutions have also reaped their benefits.

All of these statutes have created adherents on campus. Each of them is valuable. Every member of this commission has supported every one of them. But together, they have become more than just the sum of their parts. We have come to represent so many different things, to so many different people, it is sometimes hard to explain who we are, what we stand for, and where our institutional center of gravity is to be found.

Impact on Mission and Governance

The combination of these two challenges—a multi-versity that fragments knowledge as it expands it and

the comprehensive nature of the land-grant mission—has profoundly influenced our mission and governance. As one of the members of this Commission recently wrote:

> To illustrate these shifts in the scale and organization of research universities, one only has to look at the role of the president or chancellor. Fifty years ago, the typical leader of a public research university had a deep personal knowledge of the various parts of the organization. The administration and much of the institution was staffed by generalists who had an intuitive sense of the needs of faculty, staff, and students. Today's academic leader is managing a much more diverse and complex enterprise, with far less personal knowledge of its individual parts and functions and with a far greater commitment to public relations and external constituencies. In short, during this "golden age" of growth and specialization there was a massive refabrication of public research universities and, sadly, a loss of internal coherence.[1]

In a January 1996 article in *The Wilson Quarterly*, Alan Wolfe offered a valuable analysis of the "working parts" of the organizational culture of the contemporary university. He pointed to three changes taking place in the "postmodern university" that undermine universities' ability to deal with the complexities presented by a rapidly changing world.[2]

First, echoing other analysts, Wolfe noted that faculties of major universities across the country have been "brought to power" within their institutions only over the past half-century. But this new power does not derive from their place in a clearly defined structure of institutional mission and goals. Rather, it stems from the flow of federal, corporate and other private-sector research grants, which have transformed individual faculty members into independent revenue centers for their institutions.[3] At research-intensive universities including our own, "virtually all [other] challengers have withdrawn from the competition for control," said Wolfe. But, he argued, faculties' newfound power has not affected institutional governance for the better. The professoriate, he said, tends to resist changes that might threaten the support that funds their research and scholarly advancement, both for themselves and their graduate students. In consequence, from the point of view of governance, the status quo reigns.

Left behind in the formation of this new power structure of independent scholarship and research centers is the traditional organ of faculty governance, the senate. With the real center of faculty power now in the hands of individuals capable of generating their own support, in some of our universi-

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1. David Ward, "The Challenges of Irreversible Change in Higher Education: The University of Wisconsin-Madison in the 1990s," in David Ward and Noel Radomski (eds.), *Proud Traditions and Future Challenges: The University of Wisconsin-Madison Celebrates 150 Years*. (Madison: University of Wisconsin-Madison, 1999.)

2. Alan Wolfe, "The Feudal Culture of the Postmodern University," *The Wilson Quarterly*, Vol. 20, No. 1 (Winter, 1996), pp. 54–68.

3. This faculty control has remained "remarkably intact," says Wolfe, since it was chronicled by Christopher Jencks and David Riesman in their study of higher education *The Academic Revolution* (Doubleday, 1968).

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ties faculty senates have been left in the hands of faculty dealt out of the power equation. Marginal to the processes of change, senates are well-situated to block it. Often distrustful of administrators (and equally distrustful of faculty entrepreneurs), today's senate often also stands as a champion of the status quo.

Powerfully reinforcing this tendency is the university's decentralized structure. "In the . . . mega-sized research university," says Wolfe, "each division comes to resemble a professional school . . . [s]o organized, the university is not an entity with a common purpose or at least organized around a self-defining core. It is a set of linked fiefdoms that find temporary advantage in belonging to a larger organization." Wolfe's assertion, in other words, is that the modern university is a holding company, a business incubator, an entity lacking any real organizational center or sense of shared direction.

Tenure. The third defining cultural element of the postmodern university's organization, says Wolfe, is tenure. As Wolfe notes, the most prominent bureaucracy in American life also offering tenure—the civil service—functions quite differently from the university. While civil-service tenure, like its academic counterpart, offers strong job security, it also runs along clear lines of authority and accountability, considerations noticeably blurred on campus. In other institutions combining decentralization and self-interested individualism (e.g., modern corporations), worker and managerial entrepreneurialism exist only within clearly defined mission boundaries and decision-making structures. In the corporation there is nothing remotely resembling academic tenure to confuse the organization's mission; to the contrary, corporate performance criteria prevail above practically anything else. Tenure is largely a measure of individual achievement validated by professionals worldwide rather than by the specific employer.

The lessons of the contrasts surrounding tenure seem clear. Tenure can advance the organizational structure of the university only when those who hold it are willing to combine their self-interest with some institutional goal, whether the calling of the scholarly profession, the collective purposes of the university, or the detailed work of actual self-governance.

Meanwhile, ongoing criticism of tenure from public leaders (but not, apparently, from the general public) is troubling.[4] Powerful critics, well-placed to make their case, paint a bleak picture of tenure. They describe a widely available benefit that amounts to a sinecure for time served, guaranteeing employment for a lifetime. That picture hardly comports with the reality we know. Tenure at a first-rate academic institution is an exalted

4. For a discussion of the general public's attachment to higher education while corporate and community leaders criticize it, see: *Goodwill and Growing Worry: Public Perceptions of American Higher Education* (Washington: American Council on Education, 1996) and *Doing Comparatively Well: Why the Public Loves Higher Education and Criticizes K–12* (Washington: Institute for Educational Leadership, the National Center for Public Policy and Higher Education, and the Public Agenda Foundation, October 1999.)

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status, incredibly difficult to attain. Many young faculty, if not already living with contract or adjunct status (and no prospect of tenure), will face the bitter disappointment of tenure denied after 15 or 20 years preparing for and pursuing a secure academic appointment. Far from a sinecure, tenure is a distinction for scholarly achievement, reserved for our very best. While modifications in tenure may be desirable and even welcome, tenure has become a powerful symbol of academic standards and freedom and its diminution would clearly damage the pursuit of knowledge.[5]

Nonetheless, central to resolving this thorny debate about tenure is the need to reinvigorate and demonstrate the integrity of the tenure process. Since the perception of widespread abuse exists, the realities of tenure must be re-examined and resolved.

Heightened Concerns of the '90s

All of these concerns might be of little more than academic interest were it not for other recent developments affecting universities. In addition to concerns about tenure, these include complaints about the neglect of undergraduate teaching, particularly in the first two years, and accusations of administrative indifference about large classes, difficult schedules, and the quality of instruction and presentation. Add to these claims allegations of poor advising, inadequate teaching assistants (or inadequate support for teaching assistants), poor graduation rates, as well as tuition sticker shock and longer time to degree, and the potential for public disaffection becomes difficult to ignore.

Meanwhile, other pressures encourage faculty members' dependence on professional staff, divorce them from student life, and force them to contend with administrative bureaucracies sometimes insensitive to faculty (or student) needs. Faculty are trapped in a Catch-22 not entirely of their own making. Criticized for neglecting teaching, professors also have to contend with an institutional focus on research reputation that encourages them to emphasize scholarship and research (and accompanying recognition from professional societies and peers) as the dominant reward-and-recognition structure.

Universities, at the cutting edge when it comes to encouraging excellence defined by the intellectual achievement of individuals, are reluctant to think very much about how to achieve organizational excellence. Balancing our mission so that it simultaneously promotes individual accomplishment while respecting the interconnections of the enterprise is one of the central challenges facing today's research-intensive university.

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5. Concerns about tenure off-campus do not accurately reflect academic reality. According to data from the National Center for Education Statistics, the nation's colleges and universities employ nearly as many non-tenure-track as tenure-track faculty (47% tenured or tenure track compared to 45% non-tenure-track). (See *The Condition of Education, 1997*, National Center for Education Statistics, NCES publication 97-388.) In addition, when the number of people holding academic and administrative staff positions is taken into account, tenured faculty at a large public institution might hold 25% or fewer of all positions on campus.

Our emphasis on the rebalancing of our mission is an effort to change something most people do not fully understand. Off-campus, critics complain that no one is in charge, in the way that executives direct corporations or administrators manage hospitals. But as entities we are more analogous to business incubators than to corporations or hospitals. Our academic entrepreneurs are largely responsible only to themselves and their peers. In this environment, if we are to succeed, governance must work; and in our institutions, if governance means anything, it means "shared." Part of what we face in taking up campus culture is the challenge of how to more fully engage governance as a shared responsibility.

For centuries, our institutions have rewarded individual excellence, and academic language typically and properly focuses on ideas of individual achievement. But just as an orchestra is more than a collection of excellent soloists, a university is more than a collection of brilliant minds. And it is more than an aggregation of departments, as well. The university that shut down its history or philosophy departments could still educate students and advance knowledge, but it's hard to believe it would really understand why. And just as an orchestra cannot function without a conductor, a university cannot function without leadership.

If there is a way out of this conundrum, it may lie in a greater sensitivity to the organizational complexities and potentialities of large research universities. The top-down corporate model, which could pose a ready threat to academic freedom, and the loose feudalism into which the university has now fallen and which increasingly fragments the scholarly core of the institution, both have formidable drawbacks. We need new and fresh approaches capable of rebalancing our multiple purposes and of reintegrating the increasingly atomized academy while respecting the core functions and values that lie at the heart of its mission.

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CHAPTER 2

The University as Community:
The Many Cultures of the University

AS THE ELEMENTS of the university-as-organization continue to combine and recombine, they form the backdrop for what is now clearly a pluralistic, multi-cultured institution. Today's university community no longer has a single "culture" but several. Understanding these cultures in their diversity requires turning our attention briefly to three of the more powerful dynamics that permeate the atmosphere of the specific "cultures" within the university community.

First, even though they may choose to respond to the mood swings and shifting concerns of the outside world, universities can also, to a large degree, choose to divorce themselves from the distractions of society. Academic traditions define the university as a separate community, necessarily walled-off from the outside world so its members can do their work without distraction. And although the "ivory tower" may be a caricature of the university, it is like every parody, in that the reality on which it is based is readily recognized. The political science department, for example, may be populated by experts renowned for their knowledge of the workings of state government, but other faculty in the very same department may be woefully under-informed about the institutional implications of education or welfare-reform legislation pending in the state capital. Similarly, while genetic researchers in the biochemistry department are likely to be intrigued by how the ethical dimensions of their research are framed in the philosophy department, or litigated in a courthouse across town, it is hard to insure that vital conversations about these very matters take place on campus.

Second, in many places, the term "university community" has become something of a polite fiction. Relatively few faculty members pay attention to what is happening in residence halls, in the athletics program, in Greek life, or in extra-curricular activities. Further, it is clear that a student's peers exert a great influence on his or her learning, and that extra-classroom contexts are at least as significant to student intellectual development as what goes on in the laboratory. Only a dedicated minority of the faculty are aware of venues or occasions for learning outside their own classrooms, and how these might be used more effectively to reinforce and enrich formal instruction.

Third, most institutions pay little formal attention to the communitarian dimensions of the "personnel infrastructure" apart from the needs of tenured and tenure-track faculty. These personnel include technical and professional staff, part-time and contract faculty members, support employees (union and nonunion), and ancillary full- and part-time employees. These individuals, in fact, make a substantial contribution to the "university community"; indeed, it is often they

who make the wheels go 'round, from preparing meals in dormitories to providing clerical support to a multitude of faculty and professional staff. At a major state university or land-grant institution, these employees may easily run to thousands of people, yet their role in advancing the mission of the university, to take but one example, is only dimly perceived—by them and by those on whose behalf they labor.

The Many Cultures and Communities on Campus

Included on any short list of the various cultures making up the university of today are definable clusters of university life, each with its own proponents, dominant values, and expectations.

Academic Culture first, and thankfully still foremost, is the academic culture. But how it has changed. As ever, its membership is primarily faculty and students. But today's faculty have become the leaders of the "research university," the chief producers of what has become the basic commodity of the American economy—knowledge itself. Within that frame of reference, faculty members continue to function according to their own norms, performance standards, rewards, and incentives, while at the same time they have become the chief architects of the university's role in society.

Within the university's walls, some of these faculty participate enthusiastically in university governance (sometimes as "academic lawyers" to a degree of involvement that veers into micro-management). At the same time, increasingly large numbers of faculty have removed themselves from any active participation in academic governance beyond service at the departmental level. This trend may be ascribed in part to a lack of identification with the institution as a whole, with its larger purposes, or even a concern for how well it is run, so long as their own freedom to stoke the furnace of knowledge remains undisturbed. It may also reflect a growing frustration and even disdain for the process and organs of institutional governance, which are seen by many productive and successful faculty as increasingly irrelevant and ineffective.

Internal to the academic culture of faculty are any number of sub-cultures. As all of us inside the academy intuitively grasp, but few outside it appear to understand, that professional schools—law, medicine, education, engineering, foreign affairs—have cultures quite different from those of the school of arts and sciences. The practical orientation typical of schools of engineering or pharmacy is hard to find in the musings of the philosophy department. And the hard-eyed reliance on data and experimentation characterizing the sciences and much of engineering has no real counterpart in the speculations of the humanities faculty. Yet, despite these distinctions and gradations, an identifiable academic culture exists. And it is a strong one.

Part of this academic ethos resides in the department itself, although the department does not fully define it. As Richard Edwards, Senior Vice

Chancellor for Academic Affairs at the University of Nebraska-Lincoln, points out, the departmental organization of academic life has been strangely absent from the reform conversation.[6] He argues:

> [T]he department is arguably the definitive locus of faculty culture . . . [T]here have been repeated calls for universities to place more weight on teaching performance in their promotion and tenure decisions; yet the crucial locus of such decisions at most universities is the department, and the crucial variable is departmental culture. Is it desirable, or even possible, for reform to be successful if it operates at the institutional and individual levels but leaves the intervening levels unchanged?

As Edwards notes, the department serves critical functions. It is there, not in the offices of the president, chancellor, provost, or dean, much less the faculty senate, that the front-line functions of the academic culture are performed—hiring, tenure reviews, agreement on grading practices, assignment of space, provision of clerical support, and the like. Yet the existence of departments complicates interdisciplinary work, encourages the duplication of many support services, and creates some tension between the larger university's need for nimbleness and flexibility and the department's tendency to protect disciplinary turf.

Student Culture Students have aims, values, mores, and institutions of their own—the course offerings they favor, the professors they respect, the majors they prize, the books they read, the causes they support, the intellectual fads they patronize, not to mention such extra-academic cultural pursuits as music, clothes, and food preferences.

Students in today's universities, by comparison with those of the 1950s and before, are remarkably free. They are free to follow their personal intellectual, social, and career interests; free to affiliate with a variety of organizations and causes; and free to experiment with life-style choices. In fact, this freedom is the hallmark of modern student culture.

Regrettably, this freedom is not always responsibly exercised. A not uncommon attitude among students—and one inimical to the mission and values of the university as a whole—is the notion that higher education involves little more than passive acquiescence in a process of "getting one's ticket punched." Given the fact that only a minority of today's college and university students have a residential relationship with their schools, the notion of membership in a "community of learning" means little to many students.

A particularly troubling aspect of student culture in recent decades has been the license with which some indeterminate, but clearly sizable, number has abused alcohol and other drugs. Student use and abuse of drugs and alcohol is neither a phenomenon

6. Richard Edwards, "How Does the Academic Department Fit into the University Reform Agenda?" *Change Magazine*, September–October, 1999.

of the 1990s nor something that is unknown in the larger society. Yet the troubling truth is that both the broad public and institutional leaders are increasingly convinced that student abuse of alcohol is out of hand.

Beyond student participation in the academic culture lies their participation in the diverse and divergent cultures of the university at large. There, we discover a bewildering variety of student cultures with an equally diverse variety of aims and interests—fraternities and sororities, athletics, student societies (often junior versions of the professional associations to which their professors belong), departmental relationships, student government (not to be confused with university governance), the world of part-time employment, and the like.

The categories Clark Kerr described so easily and casually have now multiplied almost beyond measure. We can readily identify a collegiate student culture made up of fraternities and sororities, organized campus organizations of various kinds and "activities" encouraging "student involvement"; student leadership, student government, and growing interest on the part of many students in public service. There is also a clear academic student culture, made up of both residential and non-residential students, the former in honors programs of various sorts and in the increasingly popular residential learning communities; the latter involving returning adults and a growing population of distance-learning students, many detached from each other and often the university itself. One clear component of the academic student culture, almost a culture in itself, is made up of the graduate student culture, including advanced professional students, many of whom model their activities and behavior after the faculty cultures located in their disciplines, with many of the same positive and negative features and similar pressures.

Clark's non-conformist culture continues to evolve. It still includes political activists, bohemians, artists, aggressive intellectuals, and many disaffected students. But today it also includes a variety of new configurations and sub-cultures, often made up of groups advancing particular agendas attached to race and ethnicity or to a variety of other issues or particular causes: gender and women's issues; transgender concerns, including issues of concern to gay, lesbian, and bisexual students; fair labor practices, particularly as they related to global commerce; environmental concerns and issues of animal rights.

While some students may aspire to a life of scholarship, they are considerably outnumbered by those who plan careers in business or accounting, marketing or sales, computer technology, communications, law, medicine, engineering, politics, or teaching. Some are 18 years old, away from home for the first time, and newly introduced to the "life of the mind," often with only minimal mentoring. Others are in their late twenties or are "thirty-somethings" with children and a working spouse. For these students, higher education is experienced as simply another ball to

juggle in an already hectic life. To be sure, they are all members of a "student body," but the term includes such diversity of life-styles and aspirations that it hardly describes anything cohesive.

Administrative Culture. The culture of the administrative staff of the university has a place alongside academic and student cultures. Both the job descriptions and employment longevity of administrative staff often mean their work is characterized by a concern for continuity and a sense of identity with the institution. And, as staff have progressively freed faculty from many traditional obligations in dealing with students (e.g., advising and counseling), the administrative culture has tended to become more separated from that of the faculty and sometimes competitive with it.

On occasion this competition is truly unhealthy. Most of us as institutional leaders are uncomfortably aware of a pervasive cynicism on the part of some members of the faculty toward the reform agenda of the 1990s and administrators' motivations in advancing change. Because it is so easy, some faculty members succumb to it. Administrative costs are often viewed as parasitic but student services, building maintenance and fiscal responsibility are all critical roles with their own professional values and pride. In our efforts to rebalance our commitments to teaching, research and service we must include clear recognition and appropriate rewards for academic professionals within our institutions.

Athletic Culture. One other culture within the university that increasingly bears scrutiny is made up of participants in big-time college athletics (student athletes, coaches and staff, alumni supporters, and the personnel apparatus of the athletic department). Despite the role of campus athletics as an important bond between students, alumni, and the state, there is also a growing public perception that intercollegiate athletics is out of control, beholden to commercial interests at best, compromised by elastic ethics at worst.

This athletic culture includes a distinctive student subculture made up of student-athletes. Historically, students in the so-called revenue sports have been totally separate and distinct from the rest of the university. Although recent reform efforts have aimed at bringing athletes more fully into the academic mainstream, they continue, in the main, to be separated from other students and the rest of the campus culture. The rigors of travel schedules; the number of hours spent in practice; tutorials, study halls and enhanced academic support; enforced behavior codes; and special training tables all set them apart. On campus, athletes are *sui generis*, a culture unto themselves.

Despite a near-decade of athletics reform efforts, revelations of practices inimical to the standards befitting higher education are far too frequent. Coaches in big-time programs are under tremendous pressures to produce winning teams, often victimized by the myth that big-time sports programs are huge profit centers.

These pressures are intensified by growing campus dependence on the financial contributions of individuals and corporations, a dependence that continues to erode the distinction between "collegiate" and professional sports. Meanwhile, too many administrators and faculty members go about their business as if all of this were happening somewhere else, ignoring or belittling the reform efforts of the NCAA's presidents' boards until a local embarrassment becomes intolerable.

A Question of Values

Amid this collection of cultures, involvements, claims, and commitments, stand the academic and administrative leaders of today's university. These are the men and women who lost their *in loco parentis* standing more than a generation ago but who are, nevertheless, expected to shepherd each new generation toward a workable perspective on a world that will not sit still, and to equip their graduates, young and old, with the skills needed to achieve a destination in life that is only beginning to take shape.

Whether the issue is how to secure a graduate fellowship for a promising senior, how to harness technology for the educational benefit of the larger community, how to finance important, overlooked areas of research, or how to come to terms with "wasted weekends" on fraternity row, the fundamental questions remain the same. How should members of the university (i.e., its trustees, administration, faculty, students, and staff) collaborate effectively in preparing graduates to be creative professionals, good citizens, and responsible members of the community? How should they help the campus deal with the broadest array of cultures? How can they engage the community and put its expertise to work? How, in short, can the university remain true to the best of its inheritance and alive to the possibilities of change?

More than anything else, these are questions about values, questions that go to the heart of our institutions' self-understanding and the moral perspective that shapes their missions. The task of answering them begins with defining, once again, what the university stands for, what it *professes*.

It will mean drawing clearer lines of responsibility and authority. It will mean sorting our way through the welter of separate cultures that make up the modern university. Most of all, however, it will mean addressing the enormous challenge of reintegrating or at least aligning these cultures with the academic mission of the university, to create, perhaps for the first time, a true "campus culture" that brings together these disparate organizations and communities.

Our undertaking must be to connect the many manifestations of the university's diversity into a *culture* capable of mediating its contradictions, one that is consonant with the aims and mission of American public higher education and true to best the university has ever been. For if the 20th century represented the period in

which knowledge was increasingly fractionalized and balkanized, the 21st century can become the era in which information is encouraged to cohere, in which knowledge itself is made more whole and integrated.

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CHAPTER 3

Reintegrating and Rebalancing the Public University

THE ANALYSIS in this letter points to public institutions challenged by the comprehensive nature of their mission, troubled by conflicting signals, trapped in sometimes destructive governance disputes, and conscious that somehow the uni-versity has been transformed into the multi-versity with many consequences, not all of them intended, and some of them undesirable. But they are also institutions that have opportunities to become central elements in the emerging, global, knowledge economy.

Our prior reports have called on our institutions to return to their roots by emphasizing access, the student experience, engagement, and lifelong learning. What can we do to seize the opportunities discussed in our earlier reports while responding to the challenges defined in this report in ways that will help bring into being the kinds of public institutions needed to serve society in the next century?

Addressing these issues of organizational culture will necessarily require that those individuals and groups with the most power on campus, namely academic departments and individual faculty members, opt into the process of building solutions. Our institutions must devise alternative means for involving more faculty, not simply those active in faculty senates, in both major policy discussions and traditional structures of governance. Our task must be to entice back into the public square of academic governance not only the most senior and celebrated members of the faculty but also the newly tenured and the hardly interested so that senates truly represent the full range of faculty views.

We must also retire some tiresome arguments. Beginning with the rise of the research university, the debate about the role and place of higher education in American life has been dominated by such dichotomies as "teaching *vs.* research" and "tenure *vs.* accountability." These false choices only stifle the discussion, which has become a dialogue of sterility. We believe it is time to retire it altogether.

We strongly affirm the view that research, teaching, and academic freedom are all vital to the health of the university. But our view is rooted in another, more important perspective—*above all, the university is its people, particularly its faculty, staff, and students* and as learning institutions, universities necessarily take their character and direction from this fundamental reality. This basic identity is the starting point for the ideas explored throughout this chapter.

As academic leaders, we need to state publicly what all of us are willing to acknowledge in private: Powerful academic and societal pressures are at work fragmenting our institutions even as knowledge expands and combines and recombines. In the face of these powerful forces—shifts in state and federal funding, growing reliance on private support for capital and research expenditures, emerging demographic realities requiring us to find effective new ways to serve a more diverse constituency, the communications and

information revolution we ourselves have launched with the Internet, and the territorial imperatives of the disciplines—limitations of our organizational and professional culture stand as obstacles to progress. In the place of hand-wringing and well-intentioned calls for institutional unity, academic leaders need to focus on practical tools promising to restore institutional cohesion.

In the face of the challenges described above, over the past decade a great deal of progress has been made in our commitment to undergraduate education, to the improvement of teaching, to the quality of life in residence halls, to the management of our budgets, and to the strategic planning of our programs. This progress has certainly included more forceful and effective engagement with local, state, national, and global problems.

Unfortunately these advances have occurred in a piecemeal fashion, and their impacts have sometimes been diminished by the lack of a larger vision embracing and sustaining a more coherent organizational culture. A great deal of difficult work still lies ahead. For decades, organizational theorists have worried about these issues in the corporate arena, without settling them. Yet these challenges should more easily be resolved in the private sector, if for no other reason than that the market's profit motive provides such a clearly delineated goal. Our institutions can rely on no such convenient measuring stick.

Metaphors for Organization

Still, organizational theory can help us understand the predicament in which our institutions find themselves. Large and complex though they are, public universities can still usefully be understood in the context of organizational theory. Professor Gareth Morgan of York University in Toronto has written in a compelling way about the images most of us carry around in our heads about the nature of organizations and institutions.[7] His work is as applicable to universities, churches, and the non-profit world as it is to corporations and government agencies.

Morgan describes several major metaphors guiding how most of us understand the organizations with which we are involved. These include:

- The organization as machine—a mechanistic metaphor of the organization as something made up of interlocking parts that must be made to mesh and work together smoothly.
- The organization as organism—in which the needs of the organization and its environment are emphasized, along with consideration of how organizations grow, develop, adapt, and decline.
- The organization as a brain—a metaphor emphasizing information processing, intelligence, learning, and the possibility of developing intelligent learning organizations.

7. Gareth Morgan, Images of Organization: The Executive Edition. (San Francisco: Berrett-Koehler Publishers, 1998).

- Organizations as cultures—the metaphor to which this Commission has been drawn, one emphasizing values, beliefs, norms, rituals, and patterns of shared meaning.

- Organizations as political entities or systems of government—in which politics, power relationships, and conflict tell the major story.

- The organization as a psychic prison—where people become trapped by their own beliefs about the nature and shape of the organization.

- The organization as a site of flux and transformation involves several models, one of which, drawing on theories of chaos and complexity, insists that order can emerge from disorder in complex, even chaotic, systems.

- Organizations as instruments of domination—this final metaphor emphasizes the exploitative aspects of organizational life.

These metaphors resonate powerfully with much of the dialog about organizational life in academic institutions. In many ways each of these metaphors describes a genuine reality in the organizational life of academic institutions, and many of us will draw on different metaphors, at different times, to describe the same organizational reality. Doing justice to the complexity of the great public university requires many metaphors.

Morgan's point is not that there is one best metaphor for any particular organization but that leaders must become adept at developing a story line to help "read" and shape the organization. What is the dominant metaphor that applies to a particular organization? What other metaphors support and shape the dominant one? How do different people at different organizational levels "read" the same organization? The challenge for academic leaders is how to move beyond conflicts about organizational metaphors so that the institution's constituent parts come to understand that, despite the diversity of their interests and goals, all of them form part of a coherent whole.

Public universities are so diverse, with so many different interests at play, that it is impossible to provide a formula on how to proceed, much less specific recommendations about what to do. Nuance and a subtle touch are essential if our institutions are to make progress amidst the complexity described throughout this document. In that vein, the Kellogg Commission believes eight key strategies can help academic institutions move forward, not recommendations as such, but signposts to help guide the difficult transformations that lie ahead:

1. Start with Values and Mission
2. Foster Institutional Coherence
3. Reinvigorate Governance
4. Develop Administrative Leadership
5. Redefine the Nature of Acceptable Scholarly Work
6. Reinforce the Integrity of Tenure
7. Align Athletics and Academics
8. End with Values: Put Learning First

1. Start with Values and Mission

The Commission believes that the first task of institutional reintegration and rebalancing lies in touching base again with the values that give shape and meaning to the public university. Our institutions' signature contribution to American life is the impressive combination of instruction, world-class research, and outreach and service that they have developed since they were designed more than a century ago.

Yet we believe our institutions can benefit from a restatement of, and commitment to, the enduring values that inspire, enliven, and guide the public university. These values must provide the basis on which we reintegrate the principles by which public higher education seeks to live with the needs it is called upon to meet in today's world. We must say clearly that we are committed to:

- Access, diversity, and the global nature of the university.
- Expanding the boundaries of knowledge through basic research and applied research that is useful in people's daily lives.
- Academic excellence and demanding and rigorous standards.
- Honest inquiry, the discovery of truth, and their prerequisite, academic freedom.
- Service to family, community, nation, and world.

Above all, we must reaffirm our belief in nourishing the quality of the human relationships that maintain the university's spirit and our support for the development of the human spirit as well as the life of the mind.

It has become more and more clear to the members of this Commission that our tried-and-true formula of teaching, research, and service no longer serves adequately as a statement of our mission and objectives. The growing democratization of higher education, the greater capacity of today's students to shape and guide their own learning, and the burgeoning demands of the modern world require us to think, instead, of learning, discovery, and engagement. To make this restatement of our mission real, it should be communicated in forums that broadcast what the university considers important. Such forums are now largely limited to fall convocations and spring commencements. We need to explore additional opportunities to communicate our central purposes, through faculty senates, governing bodies, and perhaps "state of the university" ceremonies involving faculty, trustees, and staff.

Institutional rebalancing must include resolute support for our ongoing national commitments to inclusiveness, diversity, and the global nature of the academic enterprise today. Despite current challenges, our institutions can point to a great legacy in advancing opportunity and diversity. We must not abandon it. In many ways, our international standing is equally impressive, if not more so. In a global age, in which the boundaries separating nations (and institutions from the larger society) appear to be more and more artificial, institutional values should rest on a global outlook.

But these tasks of reintegration and rebalancing also require concrete advances in strategic initiatives so that our rhetorical claims are backed by genuine achievements.

2. Foster Institutional Coherence

One of the issues that profoundly troubled this Commission as it examined institutional organization and culture was the realization that only recently have the various parties of our institutions begun to think (separately or collectively) about the organic or structural nature of the learning enterprise.

It is possible to find analyses of effective teaching and learning techniques. We come across critiques of curricula. Monographs on governance, state coordinating boards, tenure policy, or publish-or-perish pressure surface all the time. But when it comes to the organizational structure and nature of their own work, academics (and academic administrators) often pay little attention.

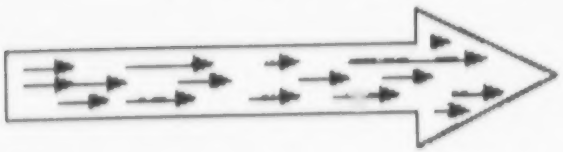
The very success of the public university research model has succeeded in fundamentally transforming knowledge, the curricula, and the nature of teaching and learning. This success provides very current opportunities to enrich the dialogue about organizational culture since there have been significant shifts in the intellectual division of labor, in the last several decades. It is often hard to know these days where physics leaves off and chemistry and biology begin, or where the three together merge. Historians and philosophers, accustomed for decades to the quiet contemplation of their own fields, now find they have to share it with rowdy literary scholars, intent on "deconstructing" everything in sight. Even in the face of these changes, however, traditional departments often continue to operate as though they have nothing in common with related programs. This tendency is of course most pronounced whenever resources are to be allocated.

Organizationally, to use a more specific metaphor than those employed by Morgan, we have created an intellectual landscape made up of mine shafts, where most of the mineworkers are intent on the essential task of deepening the mine without giving much thought to the need to build corridors linking the shafts (and the miners). We have become so poorly connected that we have fragmented our shared sense of learning, for both students and faculty. It is not the case that we need to abandon the mine shafts; they are essential as a source of new discoveries. But it is the case that we need to match our commitment to specialized academic units with stronger awareness of institutional mission.

While academics may be collegial within departments and even colleges and other discrete work units, we have lost our sense of connection with other parts of the broader university. Urgently needed is a sense that belonging to the university community involves membership in what Morgan and others have called a learning organization, one that encourages people to collaborate and deal with the challenges in the spaces between disciplinary boundaries. While supporting the rigor of the disciplines and the quality of the services we provide, the boundaries of our learning communities need

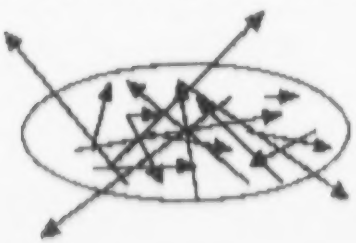
Images of Organization

THE ALIGNED MACHINE

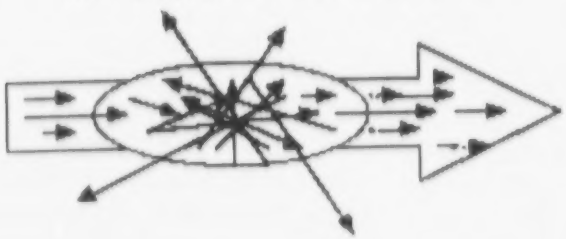


THE INSTITUTION WITH ITS FUNCTIONS IN CHAOS

A RISK-TAKING LEARNING ORGANIZATION



THE ALIGNED RESEARCH UNIVERSITY



SOURCE: *A Vision for the Future: Priorities for UW-Madison in the Next Decade*, by David Ward, University of Wisconsin-Madison, 1995.

to become much more fluid and porous.

In effect, the Kellogg Commission is urging a type of double loyalty and creativity—commitments to professions, units, departments, and services matched by loyalty to institution and collaboration in moving toward institutional mission.

Part of what we have in mind is a sense that intellectual excellence will thrive in an environment that simultaneously supports critical thinking and academic entrepreneurialism while encouraging creative energies to join in moving the institution forward. The figures on the following page demonstrate one way to visualize and rationalize the metaphors proposed by Morgan. The first figure portrays a large arrow standing for an organization with all of its internal constituent elements aligned. It is almost a perfect organizational machine in Morgan's terms. The second large arrow also portrays an organization with a sense of where it is going, but this mission is being ignored by the functional units which are headed off in every direction, a chaos from which order may or may not emerge.

The third figure portrays a learning organization, one that creates knowledge and explores and maps the unknown. It breaks the barriers of current thinking. In this organization, which might easily be a research university, administrators must set out to create the conditions that encourage people to challenge assumptions, take risks, and repudiate conventional thinking. When people break out of the box completely, they may wind up with honorific awards of many kinds, including Nobel Prizes. While such an

institution might pride itself on the number of prize-winners serving on its faculty, the institution itself would hardly run very well. If everyone runs off in whichever direction they prefer, it is hard to maintain a sense of coherence and wholeness. The challenge becomes how to encourage alignment where it is essential while supporting risk-taking and exploration of the unknown where that is what is required.

The fourth figure displays how that might be accomplished in a large public institution. In essence it calls for creative co-existence between individual brilliance and strategic institutional alignment; it sets out to create a situation in which the overall system enjoys and benefits from a general sense of mission, values, and vision, while intellectual creativity, innovation, and risk-taking are encouraged as part of that mission. In this metaphor of creative co-existence, the systems that need to be aligned to make the organization function are in tune with institutional aims, but even the organized chaos which encourages creativity is understood to be part of the institution's mission, perhaps the most important part.

3. Reinvigorate Academic Governance

Governance as a process of shared responsibilities is indispensable to the reintegration of the fragmented pieces of the university into a coherent whole; governance also is critical to advancing the university's mission. All of the pieces are in place; this Commission has no intention of creating a new system of governance. The task is to take the existing system and make it work.

On most campuses, presidents, boards, and faculty have made the mistake of treating governance as a zero-sum game, in which authority gained by one of the three comes at the expense of the other two. As a practical matter, that's often the way governance disputes develop; in all honesty, sometimes it's hard to see how they could have developed in any other way. But strong administrative leadership does not have to come at the expense of undermining governing boards; respecting faculty integrity does not require hamstringing central administration; and acknowledging board prerogatives necessarily weakens neither faculty nor administration. To the extent that all three play their proper roles responsibly, the institutions will be stronger, and everyone stands to benefit.

In 1996, the Association of Governing Boards published a major report on presidential leadership and academic governance and emphasized the tradition of what is termed "shared governance."[8] In a pithy definition of the issue, the report stated:

> Shared governance exists in most institutions of higher education . . . Everyone shares the tacit understanding that while the board has legal responsibility for the institution, it delegates many of its powers to the administration and faculty.

8. Commission on the Academic Presidency, *Renewing the Academic Presidency*. (Washington: Association of Governing Boards, 1996).

> Part of the difficulty is the vagueness of the concept and its execution. Sometimes the board's delegations of authority are precise—as, for example, when faculty are directed to . . . establish qualifications for a degree. But frequently the delegation is more complicated and ambiguous, as with tenure decisions.
>
> Whatever the formal arrangements, faculty representatives expect to be consulted on most if not all important decisions . . . And "consultation" is often a code word for consent . . . On many campuses, this consultative process is far too complex . . . and time consuming, making progress slow, if not impossible.
>
> Everyone in higher education is familiar with this impasse. Most accept it, with resignation or amusement, as the price of academic independence. But [it] severely limits the ability of some colleges and universities to address the urgent issues they face in a rapidly changing environment. In a simpler, slower-paced world this was accepted. Today it weakens the effectiveness of the nation's colleges and universities.

That document was framed in terms of leadership and the need for nimbleness and institutional effectiveness in a fast-paced world. But there is no more significant index of institutional effectiveness than the degree to which it hangs together as a coherent institution, secure in its sense of purpose, confident of its mission and values, and alert to the needs of all its constituents, students, faculty, staff, and the general public.

Rebuilding shared governance and the academic trust that is implicit in a well-functioning academic organism will require hard work on the part of every member of the academic community. The AGB report called on presidents to lead the effort to formulate a vision of the institution's future, build consensus around it, and lead the board and faculty through a process of clarifying the ambiguities of shared governance. It asked boards to avoid meddling in administrative details; it insisted trustees should select change agents and risk takers to lead institutions; and it demanded that they be prepared to stand behind effective presidents under siege, internally or externally. Above all, it asked that faculty members exercise the responsibilities that accompany faculty participation in governance by working with presidents and boards to clarify and simplify decision-making processes while accepting departments (and even groups of departments) as units of faculty accountability.

The Kellogg Commission wants to stress that practically all the legal powers of the institution are held by the board, and exercised by the administration and faculty at the sufferance of the board. We consider the buttressing of governance as a shared responsibility among faculty, administration, and board—and the creative engagement of faculty senates—to be critical issues if our institutions are to fend off external governance. Without some genuine commitment to improving self-governance, the alternative will be governance imposed from without.

What we need is a model of governance that acknowledges the historic mission of the university and respects the academic culture of the university while delivering decisions in a timely way. The sidebar on the previous page outlines what appear to be an appropriate delineation of responsibilities among trustees, presidents, and faculty. We would like to believe that every public university could assess itself

Shared Responsibilities in a System of Academic Governance

Although some overlap in roles may be inevitable, an effective system of governance that delivers decisions in a timely way can be developed if the appropriate roles of governing boards, presidents, and faculty are properly understood. Among the key responsibilities of each of these actors:

1. **Governing Board:** The ultimate authority for the well-being and effectiveness of the institution is vested in the board of trustees. The trustees exercise this authority by
   - setting and codifying broad policy and acting as the final institutional authority on all policy matters;
   - appointing and terminating presidents and chancellors;
   - ensuring the financial integrity of the institution by husbanding endowment, obtaining needed capital and operating funds, and overseeing stewardship of public funds;
   - maintaining oversight of institutional administration but delegating functions to president, chancellor, and deans;
   - approving academic programs but entrusting implementation of specific programs of teaching and research to faculty;
   - developing and approving personnel policy, but rarely becoming involved in individual employment issues;
   - overseeing the development of long-range plans by the administration and faculty; and
   - interpreting the institution to the community and public officials.
2. **Presidents and Chancellors:** The role of the president or chancellor, under the authority of the board, is to provide strong and comprehensive leadership for the institution by:
   - helping frame an institutional vision; identifying new institutional horizons and persuading others to work toward them;
   - defining and attaining institutional goals;
   - acting as the chief voice interpreting the institution to its many publics;
   - protecting both the faculty and the board by insuring that faculty views of all kinds are presented to the board and that board views are communicated to faculty;
   - maintaining institutional resources and developing new ones;
   - overseeing management of large areas of non-academic activity; and
   - providing for general planning, organization, and direction of the institution.
3. **Faculty:** The faculty, appointed by the board, is responsible, in cooperation with the president as chief educational officer, for instruction, research, and service. The core business of the university is learning, and faculty advance that mission by:
   - assuming responsibility for course and curriculum approval, subject matter, methods of instruction, research, and faculty status, subject to board reversal only under the most exceptional circumstances;
   - defining the requirements for degrees offered, determining when and if the requirements have been completed, and authorizing the president and board to grant degrees when requirements have been met;
   - assuming primary responsibility for determining faculty status, including appointments, re-appointments, decisions not to re-appoint, promotions, granting of tenure, and dismissal;
   - participating in the determination of policies and procedures governing salaries;
   - selecting department chairs; and
   - participating in campus-wide governance through the faculty senate.

SOURCES: *Statement on Government of Colleges and Universities* by the American Association of University Professors, American Council on Education, and Association of Governing Boards of Universities and Colleges (1966) and *Renewing the Academic Presidency*, AGB (1996).

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against that template. The mark of an effective system of governance should depend not on perfect adherence to the shared responsibilities outlined in this sidebar, but on whether the system acknowledges the history and mission of the institution and is nimble enough to deliver decisions in a timely way.

4. Develop Administrative Leadership

Governance is a matter of ensuring that all of the major constituencies—public, legislature, board, president, and faculty—are clear about their roles. But as an administrative matter, creating greater academic coherence goes beyond roles; it's a matter of clear goals and processes, as well.

It is very nearly impossible to overstate the extent to which leadership of a public university needs to be deft, delicate, unobtrusive. Heavy-handedness and top-down approaches will hardly be effective. Transforming our institutions is not likely to be accomplished by focusing on problems and their elimination, the traditional meat-and-potatoes of administration; it is much more likely to follow naturally from setting forth a sense of vision, priorities, and possibilities for the future.

Changes in structure and administration may be necessary; but they may not. If values and mission become the driving forces for action, leadership that articulates a compelling future can engage people in owning and implementing change, even within current structures.

Despite difficulties and shortcomings with academic administration, academic divisions and colleges, and the departments embedded in them, are currently the strongest cultural units in the university. They are likely to remain so. It is difficult to imagine how the changes recommended by this Commission in its various reports will ever be put into place unless they are embraced and advanced within these units.

On some level, the roles of deans and department chairs will involve leadership responsibilities at the college and department level similar to those defined earlier for presidents and chancellors. Within the framework of institutional mission and vision, they will be called on to align a collegiate or departmental vision, identify new horizons, define goals and apply resources toward their attainment, and act as the public voice describing the specific corner of the university their enterprise occupies. At the same time, they need to become active in building the corridors to the other mineshafts in the university to encourage a stronger awareness of institutional mission. On the whole, the Commission judges that this will require a much more outward-looking type of collegiate or departmental leadership than was called for in the past, when internal concerns could be expected to occupy the attention of most department chairs and deans.

The Commission suspects that institutions should explicitly design processes that encourage deans and department chairs to attend consciously to the university's vision and attainment of the institution's mission and goals. Without such conscious attention, the realization of institutional mission is likely to be seriously hampered. These processes are likely to

require development of policies encouraging collaborative work outside the boundaries of traditional departments, schools, and colleges. Inevitably, they will require that presidents and boards should be sensitive to the professional demands of leadership; effective management and leadership at the departmental and divisional level is not miraculously conceived when appointments are made. Effective leadership incorporates knowledge, skills, and methods of planning, budgeting, goal-setting and the like that must be planned for and developed. Leadership is not a duty one takes a turn serving (however reluctantly), but an obligation that requires knowledge and skills that must be developed.

For both deans and chairs, the Commission judges that approaches such as the following might usefully be explored:

- Opportunities to become involved as a group with presidents, chancellors, and provosts so as to become more attuned to institutional challenges.
- Explicit attention to management- and leadership-development activities, including extended orientation periods, access to mentors and experienced colleagues, and other training of various kinds.
- Three- to five-year renewable term appointments, based on recommendations from the faculty (for department chairs) and recommendations from search committees (for deans and divisional leaders).
- Access to innovation funds controlled at the level of the college (for department chairs) or Provost or Chancellor (for deans).
- Annual evaluation of chairs and deans, based on both unit and institutional goals, with deans evaluating chairs and provosts evaluating deans.
- Comprehensive five-year reviews of the position of departmental chair (with advice from faculty, external stakeholders, and other chairs) in a regular process that is used consistently throughout the university.

The Commission also judges that encouraging different university units to compare their on-going work and new plans against the university's existing statements of mission and values might prove to be an excellent way to promote internal leadership and university-wide coherence. This requirement would mean that faculty and staff, department chairs, and deans and administrators across the board would have to think about how their work was valuable for institutional purposes, not simply for their own interests.

5. Redefine the Nature of Acceptable Scholarly Work

A great deal of sterile discussion has developed over the years arguing that research has overwhelmed teaching and service as the primary standard for evaluating faculty work. The Kellogg Commission is convinced that all three

aspects are critical and that the need here is not simply to re-balance the three-legged stool, but to redesign the stool itself.

Fortunately, the major elements of what is required have already been defined. In 1991, the late Ernest A. Boyer published a study on the life and work of the faculty in institutions of higher learning, *Scholarship Reconsidered: Priorities of the Professoriate*. This landmark effort took a fresh look at the academy. It suggested a new model for faculty rewards and incentives, one that accommodates the various talents of professors, acknowledges that their interests change throughout their careers, and addresses many of the challenges we have outlined above. Although Boyer's new model was greeted with enthusiasm when it appeared, its message and impact appear to have diminished.

We believe that reviving the four-faceted model Boyer drew up for the professoriate can do a great deal to bring into being the kinds of public institutions this commission has in mind.

The core idea animating *Scholarship Reconsidered* is that the forces contending for the loyalties of faculty—and we would argue, of institutions of higher education generally—must be redirected. Boyer suggested that four distinct but related kinds of scholarship come together in the person of a professor. In essence, he re-defined the notion of what is acceptable faculty work. We suggest, further, that these four kinds of scholarship can also help define a cohesive model and direction for the modern university. The kinds of scholarship are:

Discovery, which is closely related to what we usually call "research," and relates to the process of adding to the knowledge base of the scholar's field of study. Discovery does not merely accumulate information, it reorders thought. It encompasses the commitment to knowledge for its own sake, nurtures a climate of intellectual freedom, and provides sustenance for the curiosity to follow where inquiry leads.

Integration is the process of relating discoveries in one's own field to the greater body of knowledge. What the Kellogg Commission finds attractive here is the possibility of bending energy away from learning "more and more about less and less," and toward the construction of bridges between disciplines. This task becomes all the more important as knowledge fragments and continues to increase exponentially. In the right hands, integration might easily become the most fruitful and exciting area of modern scholarship.

Application is the use of knowledge for the benefit of society, what in our prior reports we have called the "engagement" function of the university. It is our commitment to engagement, above all, that offers some promise we can come to grips with some of the central paradoxes we have defined. At root, engagement (or in Boyer's term, application) deals directly with the vital relationship between pure knowledge and practical problems of consequence. There is, we assert, a fundament link, an ongoing continuity, between research and service.

scholarship and society. If there is not, the defining ideal of public higher education is hollow at the core.

Teaching is the process not merely of effecting the transfer of knowledge to the next generation, but of creating contexts within which students, whether young or old, can grow into the fullness of their uniqueness as human beings. Good teaching also involves more than the narrow process of instruction; it includes the deeper relationships of mentoring, guidance, tutelage, and supervision. Mere instruction alone is irrelevant to the student who does not learn; good teaching, on the other hand, is a form of creativity that links discovery with integration and application.

A major challenge of rethinking organizational effectiveness in academic contexts involves taking this four-part matrix seriously and initiating the difficult and time-consuming effort to see what it will take to implement it institution by institution. The precise way in which these functions are combined or balanced will necessarily vary from institution to institution.

5. Reinforce the Integrity of Tenure

Whether fair or not, community leaders' criticism of tenure must be taken up. Tenure is in danger of becoming as much of a hindrance to our work as an aid. Faculty need to understand that unwillingness to consider these criticisms on their merit, or outright out-of-hand rejection of them, is likely to encourage destructive changes imposed from without.

Outside the campus walls, people seem to resent what they consider to be a guarantee of academic job security that people in the larger world do not enjoy. Inside the academy, the relatively recent elimination of mandatory retirement ages has combined with anxiety about the long-term financial consequences of tenure to create a new faculty underclass of part-time, untenured, contract and adjunct staff. There is a real issue of whether we are creating academic haves and have-nots. That issue is accompanied by serious questions about whether our institutions are treating these people fairly and whether academic departments should continue to produce doctoral students if the academic market is unable to employ them.

We need to make the case that tenure is much more than a system for guaranteeing job security. The concept of tenure developed as a guarantee of academic freedom to advance knowledge without restraint. It became a means of protecting the university as a place where difficult and inconvenient questions could be asked—questions about government, society, the fourth estate, the free market, academic life and administration, even important questions about the performance, actions, and motivation of political and corporate leaders—and the performance of university chancellors, presidents and provosts. One of the fundamental points of all our employment policies should be the ceaseless protection of the freedom of expression of all faculty members, whether or not they can lay claim to the cherished status of "tenured."

Three steps can reinforce the integrity of tenure and restore its credibility among public leaders.

- **Explain tenure, inside and outside the academy.** It is surprising how many people, in and outside academic life, believe that tenure is an employment guarantee. While it may work out that way in practice if faculties and administration lack the courage of their convictions, the public (and the professoriate) need to understand that tenure is simply a right to due process. It means that tenured members of the faculty are protected so long as they are competent and behave professionally.

- **Insist on faculty accountability.** It's never too late to begin the process of faculty review, but the ideal time is rarely after a complaint has been filed. Entire careers, after all, can be completed while arguments about the definition of "competence" or "professional behavior" rage on. Our institutions need to insist on periodic faculty accountability. As part of that effort, institutions should encourage departmental processes guaranteeing on-going documentation of faculty performance and productivity.

  One useful model of such a process has been developed by Charles Glassick and his associates in *Scholarship Reassessed*, a follow-on report to the Boyer analysis. They called for on-going assessment of faculty work through the use of portfolios. These portfolios become organized, goal-driven documentation of professional and scholarly accomplishments. The Commission believes such approaches offer considerable appeal as mechanisms for ensuring periodic attention to faculty productivity and accountability, and for encouraging long-term assessment of scholarly growth.

- **Institute post-tenure reviews.** Finally, we want to point out that post-tenure review must become a new feature of academic life everywhere. Many institutions are already employing such strategies; the Commission believes they should be universal.

  Post-tenure review processes vary. Some institutions encourage a review every year; others require a review every several years. Still others require a comprehensive tenure review that is triggered by unsatisfactory annual reviews. Some institutions, particularly those conducting frequent reviews, provide for one-year or even two-year deferrals of the review at the faculty members' request. Others make no provision for deferring reviews. The situation on every campus varies, of course, and the appropriate process is likely to vary as well. As a commission, however, we find it hard to believe that intensive annual or bi-annual post-tenure reviews are sustainable in the long run. In general, longer time frames and the opportunity for more intensive, in-depth reviews appear to us to make more sense.

  Whatever the process, the point is to establish procedures to ensure that faculty members are giving

full measure to their university responsibilities. The public needs to understand that the university is not a place for tenured faculty members (or administrators) who neglect their obligations, behave unprofessionally, or perform in an incompetent manner. Institutional timidity on this issue will continue to poison the tenure well, harming both our universities and the society they serve.

7. Align Athletics and Academics

At their best, college athletics offer millions of people great enjoyment while providing several hundred thousand young men and women with an opportunity to test themselves in the rigors of intense intercollegiate competition. There is truly little in athletics to rival the spirit and innocence of college sports at their finest, and few educational opportunities test individual limits in quite the same way.

At their worst, however, college sports, and especially those which produce revenue, threaten to besmirch the universities in whose name they were established. On too many campuses, big-time revenue sports are perceived to be out of control. Allegations of abuse involving recruitment, academic fraud, the urge to win at all costs, and the growing commercialization of athletics are too pervasive to be ignored. There is little in university life to rival the individual and institutional trauma that accompanies a major athletics scandal. Perhaps the worst effect of these incidents is found in the pervasive cynicism they encourage on and off campus about universities and their motives.

For more than a decade now, university presidents have struggled with a major reform agenda for intercollegiate athletics. This Commission judges that today things are, on the whole, much better than they were a generation ago. But the unsettling reality persists that, each year, every university in the United States runs the risk of an ethical and public-relations nightmare in athletics emerging out of the blue. The allegations vary—the over-commercialization of college sports, under-the-table payments to athletes, academic fraud, abysmal graduation rates, financial mismanagement—but the challenge remains everywhere the same.

Concerned about this situation, a number of useful statements have been issued about how to proceed. This Commission believes that several of these provide useful guidance about the role of athletics in young people's lives, from elementary school through college. The Arizona Accord, a May 1999 statement of principles adopted at a conference of university presidents, chancellors, athletic directors and coaches, and sponsored by the Josephson Institute of Ethics and the U.S. Olympics Coaches Association, is among the best of these.

Although ethical issues in athletics can be found from the little leagues to professional sports, the dilemma of intercollegiate athletics requires a response suited to the university. Nearly a decade ago, the framework of just such a response was developed. The Knight Foundation Commission on Intercollegiate Athletics proposed what it termed a new "one-plus-three model" for intercollegiate athletics in which the "one"—presidential control—was directed at the three—

A Statement of Principles

Preamble: This institution is committed to a philosophy of firm institutional control of athletics, to the unquestioned academic and financial integrity of our athletics program, and to the accountability of the athletics department to the values and goals befitting higher education. In support of that commitment, the board, officers, faculty, and staff of this institution have examined and agreed to the following general principles as a guide to our participation in intercollegiate athletics.

I. The educational values, practices, and mission of this institution determine the standards by which we conduct our intercollegiate athletics program.

II. The responsibility and authority for the administration of the athletics department, including all basic policies, personnel and finances, are vested in the president.

III. The welfare, health and safety of student-athletes are primary concerns of athletics administration on this campus. This institution will provide student-athletes with the opportunity for academic experiences as close as possible to the experiences of their classmates.

IV. Every student-athlete—male and female, majority and minority, in all sports—will receive equitable and fair treatment.

V. The admission of student-athletes—including junior college transfers—will be based on their showing reasonable promise of being successful in a course of studies leading to an academic degree. That judgment will be made by admissions officials.

VI. Continuing eligibility to participate in intercollegiate athletics will be based on students being able to demonstrate each academic term that they will graduate within five years of their enrolling. Students who do not pass this test will not play.

VII. Student-athletes, in each sport, will be graduated in at least the same proportion as non-athletes who have spent comparable time as full-time students.

VIII. All funds raised and spent in connection with intercollegiate athletics programs will be channeled through the institution's general treasury, not through independent groups, whether internal or external. The athletics department budget will be developed and monitored in accordance with general budgeting procedures on campus.

IX. All athletics-related income from non-university sources for coaches and athletics administrators will be reviewed and approved by the university. In cases where the income involves the university's functions, facilities, or name, contracts will be negotiated with the institution.

X. We will conduct annual academic and fiscal audits of the athletics program. Moreover, we intend to seek NCAA certification that our athletics program complies with the principles herein. We will promptly correct any deficiencies and will conduct our athletics program in a manner worthy of this distinction.

SOURCE: The Knight Foundation Commission on Intercollegiate Athletics

academic integrity, financial integrity, and independent certification. With the support of what was then called the Presidents' Commission and is now known as the Division I Board of Directors, the National Collegiate Athletics Association (NCAA) has made that model one of its reform templates. Moreover, the NCAA has recently created an organizational structure that makes focusing on reform possible by insuring that its three major intercollegiate athletics divisions are responsible for their own governance within the organization.

Although the new model has been embraced by the national governing board, its spirit still needs to be made

real on campus. We believe that institutions can do more with the institutional features of that model (as opposed to relying on national governance entities such as the NCAA). More specifically, the Knight Commission issued a 10-part statement of institutional principles that might usefully be reconsidered, widely debated, and adopted by university administrators, faculty senates, and boards (see sidebar at left). Institutions that have not already adopted and implemented this statement of principles, or something better, might consider doing so as a first step toward bringing intercollegiate athletics under institutional control.

8. End with Values: Put Learning First

Despite the vast scope and scale of our enterprises, learning remains the reason we exist. If we cannot integrate students more fully into this central mission of the university, our efforts at reintegration and rebalancing will ultimately fail.

In many ways what we need to do for students is what we need to do for the larger university, create genuine learning communities that model principles of excellence and inclusivity in everything we do—in our administrative functions, our laboratories, our classrooms, student unions, dormitories, and with the public we serve. Our responsibility as universities is to generate and transmit knowledge, but we must also pay attention to how we accomplish those tasks. By *consciously* focusing on whom our teaching and learning serves and how it serves them, which subjects we choose to explore (because we always make choices) and how we explore them, how we interact with each other and to what ends, we can—as a natural byproduct of this work—generate the social capital of relationships and communications that make it possible for the university's many constituencies to come together around common goals.

Many of the nation's public universities pride themselves on being "great research universities," national and international centers of scholarship and inquiry; they consider how faculty are to be rewarded, institutional self-worth is to be measured, national rankings are to be assessed, and public budgets are to be allocated. This Commission wants to suggest that it is time our universities also preserve our commitment to be "great student universities."[9]

Even to use the phrase is to acknowledge the challenge. Too many of us have a tendency to define "greatness" without reference to students, undergraduate or graduate. Hence, the terminology of "great student universities" is unfamiliar, perhaps a little uncomfortable. Nevertheless, the goal of preserving and advancing "great student universities" is perfectly

9. We are indebted to William Cronon, Frederick Jackson Turner Professor of History, Geography, and Environmental Studies at the University of Wisconsin-Madison, for this concept. In a recent essay, Cronon asserted he wanted universities to become as comfortable with the term "great undergraduate university" as with "great research university." (See William Cronon, "A Great Undergraduate University," in *Proud Traditions and Future Challenges*, edited by David Ward, 1999).

consistent with the purposes of great learning communities. And we must remember that in the future the boundaries of these learning communities will extend far beyond the residential campus.

If public universities are to prosper in the future, they must be great student universities as well as centers of research, focusing on their most basic mission and the social compact it embodies between institutions on the one hand, and taxpayers, parents, students, and public officials, on the other.

In practical terms, as we have argued in our prior reports, a "great student university" would mean that *every undergraduate and graduate student* has: access to the courses required to graduate on schedule; a meaningful set of experiences encouraging analysis and reflection, including seminars and courses requiring written evidence of independent thought; appropriate academic advising and career counseling; and, perhaps most significant, direct experience with processes of discovery, i.e., with undergraduate research. It would mean that *every student* should have the opportunity to know personally several faculty members, each capable of providing personal and professional references for them. Every student would be expected to participate in the civic life of the university community, through student government or other campus organizations and activities. And every student would be expected to contribute in a meaningful way in the life of the larger community, through community service, service learning, or in work experiences related to his or her career aspirations. Extending these values to students who receive all or parts of their learning experiences at a distance will, of course, stress our ideals and our delivery capacities

In essence, the Kellogg Commission is asking that in considering campus culture we return to our roots by more completely connecting our commitment to learning to our commitment to students. We need to address comprehensively the issues of the academic and personal development of students—by integrating academic and student services, improving career planning, providing more options for residential- and service-learning opportunities, and working to assure that students complete their degrees in a more timely way. As part of this effort, we need to encourage students to have enough respect for themselves to avoid destructive behavior involving alcohol, drugs, and sexual promiscuity.[10] Above all, we need to strengthen the link between discovery and learning by creating more opportunities for students to experience the processes of research and community engagement.

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10. Some of these efforts probably need an extra-institutional dimension as well. Just as Mothers Against Drunk Driving (MADD) in recent decades became a significant national reform force raising public awareness about the hazards of mixing alcohol and automobiles, academic leaders should consider a public awareness campaign about issues involving these behaviors and values. We need to change the perception of what is acceptable behavior among students. In this respect, the recently announced NASULGC campaign about the life-threatening consequences of excessive drinking is a model of what we have in mind.

TOWARD A COHERENT CAMPUS CULTURE

A full recovery of the deepest roots of public higher education in America will, as this Commission has argued in its prior letters, require us to rework our traditional concepts of teaching, research and service into new visions emphasizing *learning*, *discovery*, and *engagement*. Part of that task will require reclaiming our obligation to educate citizens for a democratic society.[11] This responsibility is clearly embedded in the writings of Jefferson and Morrill. Explicit in this obligation is the responsibility to assist in the development of a social ethic of fairness and equity, justice, and accountability. Implicit in it is our duty to assist our students, and indeed all those we serve, to develop their own ethical and moral value systems, based on principles of integrity, truthfulness, and personal responsibility.

If institutions seriously take up and work through the eight-part agenda defined in this chapter, our hope is that we will be able to reintegrate our institutions by creating new kinds of learning communities. Students will be fully integrated into these learning communities. Scholarship and free inquiry will be enhanced because they will be related to both learning and engagement. Our faculty will understand that we have stood by them, encouraging new ways of interacting in order to push back the boundaries of what we know and how we apprehend it.

Above all, these communities will have returned in a very fundamental way to our roots by continuing the democratization of learning that lies at the heart of public higher education and by creating a common sense of academic identity, even in in the face of the forces unleashed in and by the modern multi-versity. At the same time, our communities will have developed a greater capacity to deal with change, in large part because they will have nurtured leadership comfortable with change throughout the university. This new leadership, made up of presidents, chancellors, deans, staff, and department chairs will possess both the knowledge and self-confidence to lead institutions designed to be more, agile, adaptable, and comfortable with change.

Doubtless we will still inhabit two worlds, living with a foot in two ages. The difference now will be that although one foot will continue to be firmly planted in the best traditions of our past, the other will be planted confidently and firmly in the expectations of an even better future.

11. For a useful discussion of the university's civic mission see: *Wingspread Declaration on Renewing the Civic Mission of the American Research University*. (Racine, Wisconsin: The Johnson Foundation, 1999.)

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APPENDIX A **ACKNOWLEDGMENTS**

THE COMMISSION WANTS to express its gratitude for the contributions of many individuals and organizations whose assistance made this report possible.

Our first acknowledgment goes to the board and officers of the W.K. Kellogg Foundation for their support of the Commission. In particular, we want to thank the President of the Foundation, William Richardson, for his commitment to this effort. Trustee Wenda Weekes Moore was a faithful and hard-working member of the Commission's National Advisory Committee, and Richard Foster and Gail Imig from the Foundation's staff were tireless and committed friends of the Commission.

We also want to acknowledge the contributions of the other members of our National Advisory Committee, under the leadership of Roger R. Blunt, Sr., Chairman and CEO of Blunt Enterprises. Paula Butterfield (Superintendent of Mercer Island School District, Washington); Donald E. Petersen (Retired Chairman and CEO of Ford Motor Company); Walter Scott, Jr. (President of Level 3 Communications, Inc.; Mike Thorne (Executive Director of the Port of Portland); and Edwin S. Turner (President of EST Enterprises) made major contributions to our understanding of these issues.

Particular acknowledgment goes to the committee that guided the development of this report under the superb leadership of Chancellor David Ward of University of Wisconsin-Madison. The members of the committee, including Lattie F. Coor (Arizona State University), John V. Lombardi (University of Florida), James Moeser (University of Nebraska-Lincoln), M. Peter McPherson (Michigan State University), and Paul Risser (Oregon State University), each brought a unique perspective to the development of the issues surrounding the culture of the public university.

We thank the friends and colleagues cited in Appendix B who took the time to share their views with us.

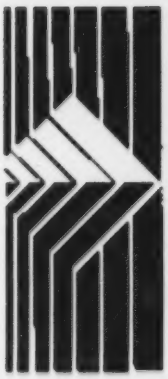
We appreciate the contributions of the capable and hard-working staff that helped guide our work. John V. Byrne, President Emeritus of Oregon State University, served ably as Executive Director of the Commission (and as an *ex officio* member of the Commission). Dr. Byrne had the assistance of a Steering Committee that included Gail Imig (W.K. Kellogg Foundation); C. Peter Magrath (President of the National Association of State Universities and Land-Grant Colleges); Cheryl Fields (Director of Public Affairs, NASULGC); James Harvey (Harvey & Associates); Stephen J. MacCarthy (Executive Director of University Relations, The Pennsylvania State University); Richard Stoddard (Director of Federal Relations, The Ohio State University); Teresa Streeter (Director of Administration, NASULGC); and Michael C. Vahle (Office Manager, NASULGC). Each of them contributed immeasurably to our efforts.

Many assistants to Commission members also provided significant help. We are indebted to Maureen Cotter (University of Wisconsin-Madison); Christine Haska (Rutgers, The State University of New Jersey); Stephen J. MacCarthy (The Pennsylvania State University); Nancy Pogel (Michigan State University); Richard Schoell (University of Illinois); and Richard Stoddard (The Ohio State University) for their interest and contributions.

APPENDIX B **MEETINGS, GUESTS, AND SPEAKERS**

Date(s)	Location	Guests and Speakers
June 15–16, 1999	Washington, D.C.	Olin Robison President and Chief Executive Officer Salzburg Seminar
October 5–6, 1999	Washington, D.C.	Ethan Bronner *The New York Times*

Kellogg Commission on the Future of State and Land-Grant Universities



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